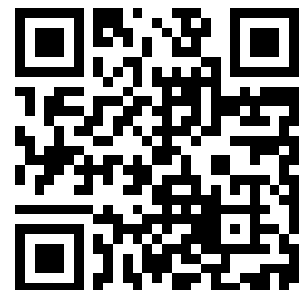


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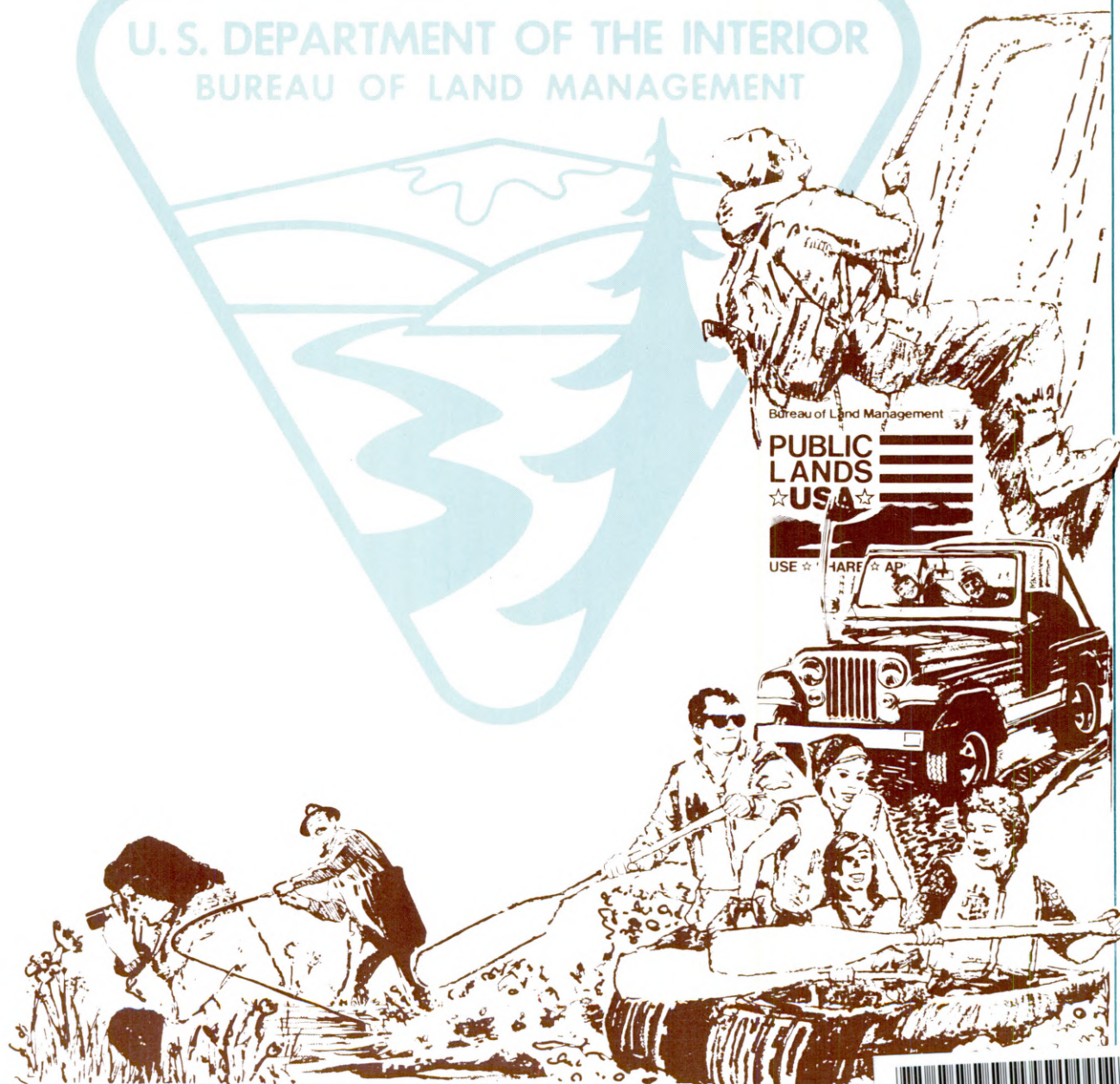
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# RECREATION 2000

## EXECUTIVE SUMMARY

U.S. DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT









## EXECUTIVE SUMMARY

The Public Lands we in the Bureau of Land Management [BLM] administer hold a unique place in the delivery of outdoor recreation opportunities to the American people. Largely unrecognized by the majority of the public is the fact that there are 271 million acres of BLM managed Public Lands primarily found in the eleven western states and Alaska representing as much land area as the combined acreages [271 million acres] in the National Park and National Forest Systems. From hunting and fishing to off-highway vehicle [OHV] activities to landsailing to backcountry exploring, the Public Lands we manage offer a greater diversity of outdoor recreation opportunity than National Park and National Forest lands. Our role in providing outdoor recreation can be traced to the nature and diversity of resources found on the Public Lands, and it is these resources that will continue to draw the outdoor enthusiast.

Recreation is an important part of the economic base of this country. The December 1986 report of the President's Commission on Americans Outdoors has shown us how important outdoor recreation is to our national economy and to the health and well-being of our bodies and minds. In recognition of the importance of outdoor recreation to Americans, we have prepared the RECREATION 2000: A STRATEGIC PLAN [the Plan] report to set forth our commitment to the management of outdoor recreation resources on the Public Lands. The Plan presents a revitalized approach to managing the outdoor recreation resource as one of the principal multiple uses of the Public Lands. This approach will enable us to effectively meet the public demand for outdoor recreation on the Public Lands. Through the Plan, we hope to create a better awareness and understanding on the part of the public of the importance of outdoor recreation resources and the role the Public Lands play in providing recreation opportunities.

The Plan provides an historical look at our role in providing management of the Public Lands, a discussion and examples of the economic benefits of Public Land recreation, and a look to future trends and their impact to our agency. The Plan highlights where we intend to concentrate our efforts in Agency programs related to recreation. The primary purpose of the plan is to provide a clear statement of BLM recreation management policies.

In addition to general and specific recreation policy statements, RECREATION 2000 identifies eight specific challenges facing BLM and Public Land users and lists objectives for resolution of these issues.

The general recreation policy states that:

The BLM will ensure the continued availability of Public Land for a diversity of resource-dependent outdoor recreation opportunities while maintaining its commitment to managing the Public Lands as a national resource in harmony with the principle of balanced multiple use.

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The specific policy statements address:

1. *Diversity.* The BLM will provide and maintain a wide diversity of recreation opportunities on the Public Lands.
2. *Resource Dependency.* The BLM will provide recreation opportunities that are resource dependent.
3. *Resource Monitoring and Protection.* The BLM will manage and monitor the basic natural, cultural, and scenic resources found on the Public Lands in a manner that assures the protection of sensitive resources and the continued availability of quality outdoor recreation opportunities and experiences.
4. *Visitor Service.* The BLM will place a priority on providing for a variety of public recreation opportunities and experiences through visitor awareness, information, interpretation, and protection, emphasizing an on-the-ground presence where appropriate and reasonable.
5. *Partnerships.* The BLM will expand and strengthen cooperative partnerships with federal, State, and local agencies and the private sector to enhance the outdoor recreation opportunities offered on and adjacent to the Public Lands.
6. *Maintenance.* The BLM will maintain recreation facilities to a standard that protects the resource, the public, and the public investment, and fosters pride of public ownership.
7. *Construction.* The BLM will develop appropriate recreation facilities, balancing public demand, protection of Public Land resources, and fiscal responsibility.
8. *Planning.* BLM will plan for all outdoor recreation activities through the Bureau Planning System. BLM recreation planning efforts will assure public awareness and encourage public participation, and the BLM will assist and cooperate in Federal, State, local, and private planning efforts.
9. *Use Limits and Allocation.* Recreation resource use may have to be limited or allocated. As necessary, use limitations and allocations will be established through the Bureau Planning System.
10. *Special Recreation Permits.* The BLM will issue special recreation permits in an equitable manner for specific recreational uses of the public lands and related waters as a means to control visitor use, to protect recreation resources, and to provide for private and commercial recreation use.
11. *Fees for the Use of the Public Lands.* To assure that recreational users assume an appropriate share of the cost of maintaining recreation facilities and protecting the resources, the BLM will establish and assess equitable fees at appropriate facilities and for certain uses of the Public Lands.





12. *Land Ownership and Access Adjustments.* The BLM will enhance recreational opportunities through land ownership adjustments, increased and improved access, and other adjustments.
13. *Tourism.* The BLM will develop and maintain cooperative relationships with National, State, and local tourism entities.
14. *Professional Development.* The BLM will support professionalism and career development of recreation and resource management specialists.

Finally, RECREATION 2000 identifies a number of challenges we face in our recreation management program, and lists one or more objectives for resolving each of them. The Plan recognizes an overall challenge dealing with program emphasis:

The public has an inaccurate perception of the Bureau of Land Management and its role in providing recreation opportunities.

To meet this challenge our objective will be to:

Improve service to the recreation-seeking public by placing more emphasis on our recreation program and other programs supporting recreation.

Eight additional challenges, and the objectives to meet them, are listed in the Plan. These include:

- A. *Visitor information and interpretation.* How can we provide for public awareness of the extent of the BLM's management responsibilities and the magnitude of the resources the Agency manages? Except in a few areas, the BLM has not provided a well-coordinated public information program as to the types and location of recreation opportunities. We also do not consistently provide on-the-ground public contact in areas where public use and resource values warrant such a presence.

Our objectives will be to:

1. Maintain an appropriate on-the-ground presence of professional, well-trained personnel who are identifiable as BLM employees.
2. Expand our efforts to give the public an opportunity for a better awareness and understanding of, and appreciation for, the Public Land resources and accompanying recreational opportunities and assist them in their quest for increased knowledge and a quality outdoor recreation experience. This will include the development of specific and suitable information about the Public Lands via signs, brochures, maps, and quality public contact on-the-ground.
3. Use visitor information programs as a primary tool to direct users to those Public Lands that can accommodate additional recreation use.
4. Use visitor information and interpretation as a primary tool to protect sensitive resources, discourage vandalism, and encourage the visitor



to "Use, Share, and Appreciate" the Public Lands and to "Take Pride in America."

5. Develop visitor information distribution centers at each District Office which will have, at a minimum, information and brochures on Federal and State recreation opportunities within that State.
  6. In outreach and good neighbor programs, provide accurate recreation information to Federal, State and local agencies and private entities for use in their programs and publications.
  7. Develop a signing strategy to effectively identify the Public Lands.
- B. *Resource Protection and Monitoring.* How do we assure the protection of the vast resources under our stewardship?

Our objectives will be to:

1. Provide an appropriate on-the-ground presence of professional, well-trained personnel who are identifiable as BLM employees.
  2. Manage recreation resource uses on the Public Lands where significant recreational, cultural, and natural values have been identified through the planning system.
  3. Actively pursue the implementation of an on-the-ground management presence and a resource monitoring program that begins with the highest priority areas (i.e., wilderness and wilderness study areas, wild and scenic rivers, historic and scenic trails, national conservation and recreation areas, etc.) to assure that the basic natural, cultural, and scenic resources are properly protected as directed in our land use planning documents and legislative mandates.
  4. Establish optimum carrying capacity levels, using a technique such as Limits of Acceptable Change [LAC], in all areas where visitor use has reached, or could reach in the foreseeable future, a level that could adversely impact significant resource values and/or the quality of visitor experiences.
  5. Continually assess visitor use trends, new recreation technologies, and public attitudes in order to be aware of how use will/may affect resources. Any change in provision of recreation opportunities must go through the process of reevaluating the specific area goals.
  6. Seek additional law enforcement capability as needed to increase the effectiveness of resource protection efforts.
- C. *Land Ownership and Access Adjustments.* How do we best meet public needs in areas where there are vast acreages of scattered or fragmented Public Lands, an ownership pattern which makes their management very difficult and limits or precludes public use of land- and water-based recreation resources?





Our objectives will be to:

1. Identify exchange opportunities to enhance management and meet public needs through a coordinated, cooperative public/private land ownership realignment program.
  2. Identify access needs in conjunction with transportation plans, with due consideration of constraints to recreational opportunities, and begin implementation of these plan recommendations on a priority basis.
  3. Be an active participant in the Land and Water Conservation Fund [LWCF] for acquisition of appropriate recreation lands or interest in lands.
  4. Work with private landowners in establishing partnership relationships to accomplish improved Public Land management where acquisition or exchanges are not desirable.
- D. *Partnerships.* How can we maximize effective use of partnerships to provide for basic user needs and resource protection?

Our objectives will be to:

1. Maximize effective use of active partnerships with volunteers and volunteer groups, private landowners, user groups, individuals, State and local governments, and with other Federal land-managing agencies to enhance resource management and improve the quality of recreation opportunities on the Public Lands.
  2. Increase opportunities for public participation in the management of recreation resources and facilities in alignment with the "Take Pride in America" campaign and provide greater recognition and acknowledgment of individuals and groups contributing to Public Land management.
  3. Encourage greater State and local government and private sector participation in the management of recreational activities on Public Lands and assist those agencies and private individuals in providing recreation opportunities on nonpublic lands, where appropriate.
  4. Develop a recreation concession policy to guide the development of recreation opportunities through concession partnerships.
- E. *Volunteers.* Although volunteer contributions to BLM efforts have been highly visible and successful in nearly half of our districts, how can the Bureau maximize effective use of the volunteer resource?

Our objectives will be to:

1. Encourage and recognize volunteers as working partners within the recreation program Bureauwide.
2. Expand and enhance visitor services through the appropriate use of





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volunteers and seek removal of current constraints on effective use of volunteers in assisting in collection of recreation fees.

3. Expand resource protection capabilities through the appropriate use of volunteers. Although volunteers may not be used in hazardous work without special legislative authority, they may assist in nonhazardous recreation-related aspects.

F. *Tourism Programs.* How can we work more effectively with tourism organizations and the travel industry?

Our objectives will be to:

1. Develop and maintain working relationships with local, regional, and State tourism agencies and organizations to complement the development and promotional programs that identify the role of outdoor recreation on Public Lands.

G. *Facilities.* Is there a need to reevaluate the BLM recreation investment in infrastructure in terms of current and future visitor needs, protection of the resource and public investments, and reduction of maintenance costs?

Our objectives will be to:

1. Assess our need and ability to operate and maintain existing recreation sites and related facilities based on policies established in this document.
2. Assess the status and condition of existing recreation access roads and trails and develop a strategy for their repair and maintenance commensurate with our planning documents and public use.
3. Assure that all future recreation-related facility investments will be in accordance with our established recreation construction and maintenance policies and land use planning decisions.
4. Assess the status and condition of existing recreation sites to determine which sites should continue to be managed, which should be redesigned and reconstructed, or expanded, and which should be transferred, closed, or removed.

H. *Permits, fees, and concessions.* How can we manage our recreation permit programs and fee and concession policies to assure adequate protection and management of resource values, as well as the return of fair market value for the use of the Public Lands?

Our objectives will be to:

1. Continue to use the Special Recreation Permit Program to manage visitor use on the Public Lands to protect resource values, reduce use conflicts, and provide increased opportunities for safe and enjoyable recreation experiences.



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2. Seek to recover the fair market value from commercial recreation permittees, concessionaires, and sponsors of events for use of the Public Lands.
  3. Implement user fees at developed sites subject to criteria of the LWCFA and consistent with fees being charged by other land management agencies and the private sector.
  4. Continually analyze the Special Recreation Permit and Concession Programs in order to strengthen them and assure appropriate user fees are charged.







Public Lands administered by the Bureau of Land Management  
**PUBLIC LANDS IN THE WESTERN STATES**



Legend

 **LANDS MANAGED BY BLM**



U.S. Department of the Interior  
Bureau of Land Management





**BUREAU OF LAND MANAGEMENT  
STATE OFFICES**

**ALASKA:** 701 C Street, Box 13  
Anchorage, AK 99513  
Michael Penfold, State Director  
(907) 271-5555

**ARIZONA:** 3707 N. 7th Street  
P.O. Box 16563  
Phoenix, AZ 85011  
Dean Bibles, State Director  
(602) 241-5504

**CALIFORNIA:** Federal Building  
2800 Cottage Way, E-2841  
Sacramento, CA 95825  
Ed Hastey, State Director  
(916) 978-4746

**COLORADO:** 2850 Youngfield Street  
Lakewood, CO 80215  
Neil Morck, State Director  
(303) 236-1700

**EASTERN  
STATES:** 350 S. Pickett Street  
Alexandria, VA 22304  
Curtis Jones, Director  
(703) 274-0190

**IDAHO:** 3380 Americana Terrace  
Boise, ID 83706  
Del Vail, State Director  
(208) 334-1771

**MONTANA:** 222 N. 32nd Street  
P.O. Box 36800  
Billings, MT 59107  
Marvin LeNoue, Acting State Director  
(406) 657-6561

**NEVADA:** Federal Building  
300 Booth Street  
P.O. Box 12000  
Reno, NV 89520  
Ed Spang, State Director  
(702) 784-5311

**NEW  
MEXICO:** Joseph M. Montoya Federal Bldg.  
South Federal Place  
P.O. Box 1449  
Santa Fe, NM 87504  
Larry Woodard, State Director  
(505) 988-6316

**OREGON:** 825 NE Multnomah Street  
P.O. Box 2965  
Portland, OR 97208  
Charles Luscher, State Director  
(503) 231-6277

**UTAH:** 324 South State Street  
Salt Lake City, UT 84111  
Roland Robison, State Director  
(801) 524-3146

**WYOMING:** 2515 Warren Avenue  
P.O. Box 1828  
Cheyenne, WY 82003  
Hillary Oden, State Director  
(307) 772-2111

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